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ABSTRACT

This report describes the current status of the Summer Food Service Program (SFSP) and the National School Lunch Program (NSLP) (referred to in combination as the Summer Nutrition Programs), federal entitlement programs providing support for state and local efforts to offer low-income children nutritious summer meals and snacks during supervised activities. Sidebars provide definitions of hunger and food insecurity, describe how each program operates, and highlight the 3-year simplified reimbursement pilot project in 13 states. The report notes that the large majority of students who could qualify for and benefit from these programs are not being served and that national participation in the Summer Nutrition programs did not change significantly from July 2001 to July 2002. Overall, 27 states had a moderate increase, 14 had at least a moderate decrease, and 10 showed little change. Data from a pilot project operating in 13 states over the past 2 summers show that simplified enrollment procedures and maximum reimbursement rates for all meals resulted in increased participation rates compared to the rest of the nation. The report's four appendices discuss the programmatic challenges in rural communities, present results of a special USDA summer food study, contain technical notes, and describe three SFSP model programs. (KB)

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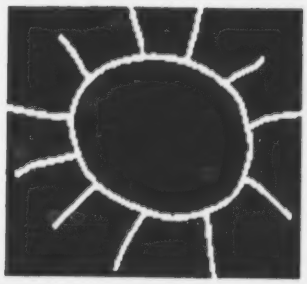

HUNGER DOESN'T TAKE A VACATION: SUMMER NUTRITION STATUS REPORT

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The Food Research and Action Center is the leading national organization working for more effective public and private policies to eradicate domestic hunger and under-nutrition.

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"Once you feed a hungry child, everything else pales in comparison."

Public Library SFSP director, Nelsonville, OH

Executive Summary

Working parents everywhere are concerned about what their children do when school lets out for the summer. Families struggling to make ends meet face additional worries – without access to the regular school meals programs, particularly in these tough economic times, they may not have enough food during the summer for their children to eat well, or sometimes at all.

Fortunately, two federally funded programs are available to fill this gap: the Summer Food Service Program (SFSP) provides federal funding to reimburse schools, local governments, nonprofit organizations, and others for meals and snacks served to low-income children; and the National School Lunch Program (NSLP) continues to operate during the summer to provide meals and snacks to children in summer school, or year-round schools. These programs also provide a focal point and catalyst for programs offering both child care and continued learning and enrichment, keeping children safe and engaged.

For these programs to do their job, however, public officials, service providers and others must make sure that there are enough sites serving enough children. This report, FRAC's eleventh annual report on Summer Nutrition Programs, shows that:

- Despite the educational and nutritional benefits of the Summer Nutrition programs, the large majority of students who could qualify for and benefit from these programs are not being served (see page 16).
- In July 2002, about 3.25 million children were served in the Summer Nutrition programs, compared to the 15.5 million who received free and reduced-price lunches during school year 2002. This means that only 21 children received summer meals for every 100 who participated in the free or reduced-price National School Lunch Program during the school year. (See Table 1.)
- The number of participants in the free and reduced-price school lunch programs increased by almost 500,000 children since FY 2001. The number of

children in July 2002 Summer Nutrition programs, however, increased by fewer than 20,000 children compared to July 2001. (Compare Tables 1 and 2.)

- National participation in the Summer Nutrition programs increased only one-half of one percent from 2001 to 2002.
- Overall, 27 states had a moderate increase (i.e., more than 3 percent) in the number of Summer Nutrition participants in July 2002, 14 had at least a moderate decrease, and 10 showed little change.
- FRAC estimates that 3.8 million more children, at a minimum, could be reached with the Summer Nutrition programs in July, if all states performed as well as the leading states for July over the past several years – a highly attainable goal. (See Table 8.)

Summer Seamless Waiver. Last summer, states could apply for a USDA created waiver that allowed schools offering summer food to bypass SFSP paperwork and run the program as an extension of the school's regular school-year NSLP. Students participating in a school taking this option were tabulated as participants of NSLP in the summer months. Meals served at these "waiver sites" were tabulated as part of the NSLP meal counts. This had the effect of removing students and meals from SFSP counts and placing them in the tabulations for summer-time use of NSLP.

In brief, although the story for each participating state is complex, the national number of participants in both SFSP and NSLP together (what is called Summer Nutrition in this report) did not change much between July 2001 and July 2002, when the waiver was first offered. Instead, it appears that participants, where the waiver was implemented, shifted from one program to another. It is possible that the waiver will raise participation in the future if schools that have not run summer food programs in the past now adopt them under the simplified paperwork of the waiver. (See Tables 1 through 3, and pages 14-15.)

Pilot Projects. For the past two summers, 13 states were included in a three- year pilot project originally sponsored by Senator Richard Lugar and enacted by Congress for implementation beginning in summer 2001. In contrast to the "seamless summer" waiver, the

data on the Lugar pilots clearly shows the pilot project is working to increase summer food participation overall. States in the pilot, which were the lowest states in SFSP participation in summer 2000, are: Alaska, Arkansas, Idaho, Indiana, Iowa, Kansas, Kentucky, Nebraska, New Hampshire, North Dakota, Oklahoma, Texas, and Wyoming. The pilot, which is available to schools, government agencies, residential camps and National Youth Sports Programs, but not private non-profits, eases paperwork and provides the maximum reimbursement rate for all meals. The pilot has worked:

"Feeding children fits in with the mission of Mercy Hospital to serve the community, especially children. And the need is very high."

-Mercy Hospital SFSP Director Independence, KS (see Appendix 4)

- Taken as a whole, the 13 states involved have reversed their trend of declining numbers of sponsors, sites and daily participation by children in SFSP, while the rest of the nation continues to show no growth.

- SFSP participation in the 13 pilot states increased by 8 percent between July 2000 and July 2001. Between 2001 and 2002 there was only a growth of 1 percent in participation. Moreover, participation in the waiver program by Texas, a Lugar pilot state, meant that many children formerly counted as SFSP participants in that state were counted in 2002 as NSLP participants. Minus this large adjustment from Texas, aggregate July SFSP participation in the other 12 pilot states from 2001 to 2002 grew by 6 percent.

- Comparing SFSP participation growth in pilot states, which generally do not use the seamless summer waiver, with non-pilot states, which have widely adopted the waiver, is difficult. However, it seems clear from summer meal counts in 2001 and 2002 from SFSP and waiver sites that Lugar pilot states have grown the total SFSP plus waiver meal count by 12 percent and non-pilot states have decreased meals by 4 percent. (See Table 5.)

Defining Hunger and Food Insecurity

Households classified as ***hungry*** *by an annual US Department of Agriculture (USDA) and Census Bureau survey are those in which adults have decreased the quality and quantity of food they consume, because of lack of money, and other resources like food stamps, to the point where they are quite likely to be hungry on a frequent basis, or in which children's intake has been reduced, due to lack of family financial resources, to the point that children are likely to be hungry on a regular basis and adults' food intake is severely reduced. Approximately 3.5 million households, with 9 million members, were hungry in 2001, the last year with data available.*

Even when hunger is not present, households are determined to be ***food insecure*** *by the survey when resources are so limited that adults in the household are running out of food, or reducing the quality of food their family eats, or feeding their children unbalanced diets, or skipping meals so their children can eat, or are forced to use emergency food charities or to take other serious steps to adjust to the economic problems threatening the adequacy of the family's diet. Approximately 8 million households, with 24.6 million members, were food insecure without hunger in 2001.*

Altogether, 11.5 million households (10.7 percent of all households) were found to be food insecure, with or without hunger, in 2001. This represented 33.6 million people, or 12.2 percent of the U.S. population.

Why Summer Nutrition Matters

Working parents everywhere are concerned about what their children do when school lets out for the summer. Are they engaged in some productive activity? Are they where they should be? Who is watching them? Are they safe? Families struggling to make ends meet, however, have additional concerns. Without access to the regular year school meals programs, low-income families also worry whether they will have enough food during the summer for their children to eat well, or sometimes at all.

Summer Nutritional Concerns. Federally funded school meals are a response to national concern about hunger, undernutrition, and their adverse health and educational effects. The large number of young men who arrived for military service in the 1940s bearing the signs of inadequate nutrition triggered the creation of the National School Lunch Program (NSLP) in 1946, later expanded to include the School Breakfast Program. In the 1970s Congress created the Summer Food Service Program (SFSP) to help meet children's need when school is out.

During the 2001-2002 school year, approximately 28 million children participated in the National School Lunch Program. Of these, 15.5 million received free or reduced-price lunches based on their household income. The rest of the children paid the school for their lunches, although the federal government makes a small payment to the school for each of these lunches. In addition to school lunch, approximately 8 million children were served through the School Breakfast Program in the 2001-2002 school year (6.7 million received free or reduced-price breakfasts).

However, only about one-fifth as many low-income children receive the nutritional, educational and social benefits of these programs in the summer as the number who receive free or reduced-price NSLP during the regular school year.

With about 11 percent of all households in the United States – and 16 percent of households with children – reporting that they are food insecure or hungry, the risk to child nutrition when school is out is real and widespread (see sidebar on this page for definitions).

Thus, assuring access to free and reduced-price meals in the summer – through either the Summer Food Service Program or summer-time use of the National School Lunch Program – is vital to helping children when school is not in session.

Altogether, school meals have grown to become one of the largest efforts to end hunger and improve nutrition in America.
In addition, school-based nutrition and afterschool programs are increasingly seen as vehicles for: (1) providing supervised activities for low-income children with working parents, and (2) improving children's academic performance. The relationship between Summer Nutrition and these two additional goals is discussed in the next two sections.

Summer Child Care Concerns. As with the school-year school nutrition programs, the benefits of summer programs extend beyond nutritious meals. Across the country there is a growing interest in what is filling children's out-of-school time, a term that includes summer and other school vacations as well as the regular school year hours after school lets out. This interest has resulted in a mounting call for all levels of government to provide support for afterschool and summer programs that serve children during out-of-school time.

According to Robert Halpern, a professor at the Erikson Institute for Graduate Study in Child Development, "Four principal factors are driving this growing interest:

1. a belief that public spaces such as streets and playgrounds are no longer safe for children's out-of-school time,
2. a sense that it is stressful and unproductive for children to be left on their own after school,
3. a concern that many children need more time and individual attention than schools can provide to master basic academic skills, and
4. a conviction that low-income children deserve the same opportunity as their more advantaged peers to explore expressive arts, sports, and other developmentally enriching activities." (*The Future of Children: When School is Out*, The David and Lucile Packard Foundation, Fall 1999.)

These concerns are well founded. Children left unsupervised have an increased risk of getting into trouble, such as drinking alcohol and smoking cigarettes, and may fall prey to the summer learning gap. According to the National Institute on Out of School Time, 24 million school-age children between the ages of five and 14 require care while their parents are at work. Existing programs are not sufficient to meet this vital need.

According to a report by the Urban Institute reviewing data from the National Survey of America's Families, when school lets out for summer approximately 11 percent of children ages 6 through 12 with working caretakers are regularly caring for themselves. The authors of the report note that this is most likely a conservative estimate of the percentage of children in self-care because respondents are often reluctant to acknowledge that they regularly leave their children alone. The Urban Institute did find, however, that children ages 6 through 12 with employed primary caretakers, regardless of the main child care arrangements, spend an average of 5 hours a week in self-care during the school year and approximately 10 hours a week in self-care in the summer.

In other words, when school lets out for summer vacation, children who potentially had only a few hours on their own some days suddenly find they may have whole days to themselves. Low-income families find themselves scrambling for affordable activities to keep their children safe and engaged during the summer.

See Appendix 2 in this report for more information on the SFSP study released in 2003 by the USDA.

A United States Department of Agriculture (USDA) study evaluating the Summer Food Service Program released in 2003 shows that 93 percent of summer food sites provide activities as well as nutrition. Since the sites are either located in low-income communities or serve a majority of low-income children, they can provide a focal point for summer programs for low-income children. In short, the funding available through the Summer Food Service Program can act as a catalyst for summer programs for children of working parents, thus helping to ensure that they are engaged in safe activities during the long summer break.

Summer Effect on Learning. For almost a hundred years, educational researchers have been documenting setbacks in

"All students experience learning losses when they do not engage in constructive activities over the summer"

Johns Hopkins University, review of studies on summer enrichment programs

"Kids that are most fragile slide the most in the summer"

Jerry D. Weast, Montgomery County Superintendent quoted in the Washington Post

educational achievement during summer vacation, a phenomenon so robust it is often simply referred to as the "summer effect." Of course, since this discovery, the educational stakes have grown enormously: full participation in the modern economy is increasingly dependent on educational achievement. Without a good education, a child is at a greater risk of being left behind than ever before.

"All students experience learning losses when they do not engage in constructive activities over the summer," states a review of studies of summer enrichment programs by the Center for Summer Learning at Johns Hopkins University. According to the Center, students lose an average of one month of grade-equivalent skills over the summer, including summer losses of about two and a half months in math and reading.

In fact, low-income students lose more academic ground during the summer than higher income students, and the variable most strongly associated with summer learning differences is economic status, concluded an analysis of 13 studies on the summer effect. The cumulative effect of summer learning losses may even account for gaps in achievement between lower and higher income students throughout the course of their education. (A twenty-year study of Baltimore school children found that, by fifth grade, low-income children fall one and a half to two years behind their middle-income classmates in math and verbal achievement.)

One important explanation for the differing rates of academic gain during the summer is that low-income families are unable to afford learning and enrichment activities for their children. Urban Institute research suggests that lower income families rely more on relatives to care for children over the summer, while higher income families spend money on expensive summer programs and camps.

Fortunately, research demonstrates that summer enrichment programs can improve student achievement. In Montgomery County, Maryland, a study found that children who attended an intensive summer school program that provided breakfast and lunch did not experience the summer effect. In fact, those children who attended the program regularly made gains in math and reading. In addition, a recent study of a summer literacy camp in

About the National School Lunch Program (NSLP)

In the summer, USDA provides funding to state agencies to reimburse public schools, private non-profit schools and residential child care institutions for serving nutritious breakfasts, lunches and snacks. Meals are served free to children with family incomes below 130 percent of the federal poverty line, and at a reduced price when income is between 130 and 185 percent of poverty. The program also provides a small reimbursement for all other ("paid") students for administrative support of the meal program.

At the state level, the program is generally administered by the state education agency. Some states defer administration of school lunches in private schools and residential child care institutions to the USDA regional office or to another state agency.

Under the "summer seamless waiver," states can allow schools to offer summer meals as if they were operating the Summer Food Service Program, but without additional paperwork. In essence, the school simply continues its NSLP meal service into the summer to students not in summer school. However, schools are reimbursed at the NSLP free meal rates, as opposed to the higher SFSP rates, if they take this option.

Los Angeles found that disadvantaged, low-achieving students made significant gains when compared to students who did not attend the camp.

Yet school districts nationwide are facing budget cuts that may reduce or eliminate their summer programs. Educators point out that these summer programs are being threatened at the same time that school districts are coming under more pressure to ensure that all students meet standardized testing goals.

In this context, it is important to renew and expand support for summer programs because they are so essential to leveling the academic playing field for all students. The meal reimbursements from the SFSP provide crucial and dependable financial support to programs that serve low-income children when school is not in session. In addition, the meals provided through the SFSP act as "magnets" to draw children to these important summer activities, and ensure that, because of their nutritional contribution, children are as ready to learn during the summer as they are during the school year after receiving school breakfast and school lunch.

The Federal Summer Nutrition Programs

When schools let out for the summer, two federal programs offer children from low-income families the kind of nutritious meals and snacks that they would receive during the school year. Those two federal programs – the Summer Food Service Program and the National School Lunch Program – are together referred to in this report as the Summer Nutrition programs. Unless otherwise noted, we generally draw on data for July when discussing program growth and state performance. July, the peak month for Summer Nutrition, is the one summer month when schools are least likely to be in session and is the month for which the most data are available. Also, throughout this report NSLP participation and meals data only refer to those children receiving free or reduced-price meals due to limited family income.

National School Lunch Program. While largely used during the fall to spring school year, this program can also be offered as part of summer school or in school systems that continue through the

About the Summer Food Service Program (SFSP)

The USDA provides funding through state agencies to reimburse eligible sponsors for meals and snacks served to children at summer programs. Sponsors are organizations that operate one or more sites where programs for children provide meals and snacks. Eligible SFSP sponsors can be:

1. *public or private nonprofit school food authorities,*
2. *local governments,*
3. *residential camps,*
4. *National Youth Sports Programs, or*
5. *private nonprofit organizations.*

At the state level the program is generally administered by the state education agency.

The SFSP is operated in "open sites," where at least half the children in the geographic area are eligible for free or reduced-price meals, and in "enrolled sites," where 50 percent or more of the children participating in the particular program are determined eligible for free or reduced-price meals based on individual applications. Once the site is eligible, all children (up to age 18) can eat SFSP meals and snacks for free. Open sites must also be open for food to children in the neighborhood, regardless of whether they are enrolled in the overall program or not.

summer (e.g., "year-round" schools that stagger their vacation periods). (See sidebar on prior page.)

Summer Food Service Program. The primary Summer Nutrition service is the Summer Food Service Program. SFSP serves about two-thirds of all the children who are in Summer Nutrition. Administered at the federal level by the USDA, the SFSP is an entitlement program to sponsors, funding public and private non-profit organizations to serve low-income children nutritious meals when school is not in session. (See sidebar on this page.)

Barriers to Growth in Summer Nutrition

After its founding in 1975 (following a pilot program begun in 1968), the SFSP grew substantially in the number of children reached, but it has suffered two fundamental changes that have made it more difficult to operate:

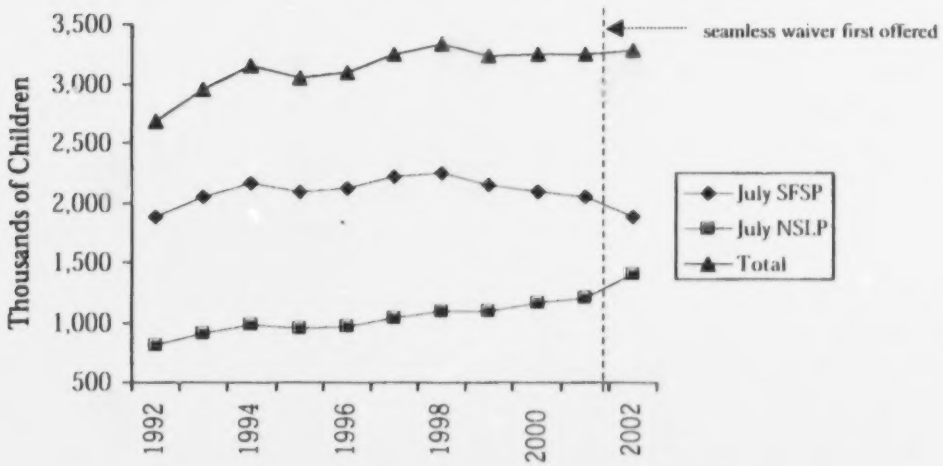
- In 1981, the percentage of children who had to be low-income (defined as being eligible for free or reduced-price school lunch) in order for the area to be eligible to have SFSP sites was increased from one-third to one-half. This reduced the number of low-income areas that could operate sites.

- In 1996, Congress enacted a major cut in SFSP reimbursements and eliminated start-up grant funds that covered part of the costs of starting or expanding SFSP. Since 1997, when the effects began to be felt, national SFSP participation has stagnated. (See Chart 1 on next page.) Over half of state officials FRAC surveyed in 2002 felt that low reimbursements were a primary cause of difficulties in operating the program. FRAC frequently hears that many organizations operate SFSP at a loss.

In addition to these new barriers created by Congress, other barriers to expansion of SFSP that state officials and site staff frequently mention include burdensome paperwork for qualifying as an SFSP sponsor or site (especially a problem for small nonprofits), and lack of transportation funding (especially problematic for

reaching children in poor rural communities). (See Appendix 1 for more on special challenges facing rural SFSP programs.)

Chart 1: Participation in SFSP, NSLP and Total 1992-2002 (July)



Data for Chart 1

July	Summer Nutrition Participation (1,000s)
1992	2,687
1993	2,956
1994	3,144
1995	3,053
1996	3,091
1997	3,251
1998	3,334
1999	3,234
2000	3,251
2001	3,232
2002	3,249

As Chart 1 shows, the Summer Nutrition total has grown very little in the past decade, particularly since 1997. Growth in summer-time use of the NSLP program has been offset by declines in SFSP.

Overcoming Barriers

Congress is in the process of reviewing and reauthorizing the child nutrition programs, including SFSP and NSLP. This provides an excellent opportunity to remove barriers to participation in the Summer Nutrition programs. Congress can remove obstacles to eligibility that sponsors and sites face, as well as encourage their participation by making it easier for them to run programs.

In addition to the critical need to increase reimbursement rates for SFSP meals, several strategies could increase summer participation in nutrition programs:

- More communities, especially in rural areas, would be eligible to have an SFSP site if the area eligibility threshold for SFSP participation were lowered from 50 percent to 40 percent. This would be a step toward the time when the area eligibility test was 33 percent and participation in the program was growing. It would also have SFSP applying the same test as another important federal support for out-of-school-time programs, the 21st Century Community Learning Centers program.

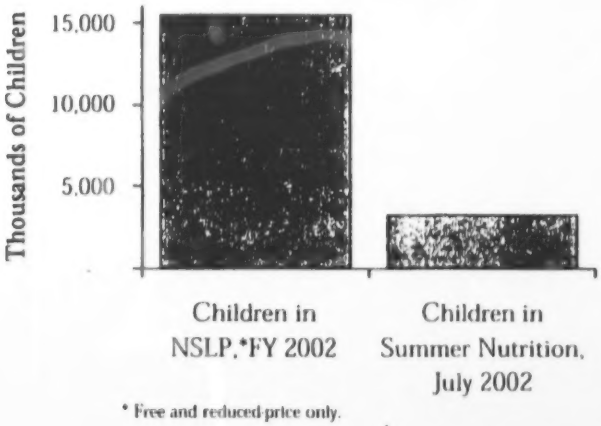
- Another important change that would reduce paperwork requirements and ensure that sponsors receive the maximum SFSP reimbursement is to expand the Lugar pilot program to all states and to allow all sponsors to participate. Currently, the pilots only apply to 13 states and Puerto Rico, and most private non-profit sponsors are not eligible to participate.

- In addition, if summer programs for children that receive other federal funds for their child care functions (e.g., under the 21st Century Community Learning Centers program) were automatically eligible to participate in the SFSP, many more summer education and recreation program sites would be able to offer nutritious meals and snacks to the children in their care.

National Trends: Summers of 2001 and 2002

Despite the benefits to working families and the educational and nutritional continuity summer food programs provide to children, the majority of students who could qualify for – and could benefit from – these programs is not being served. In July 2002 about 3.25 million children were served in the Summer Nutrition programs combined. This is just 21 for every 100 children receiving a free or reduced-price school lunch that school year. To be precise, in the prior year, almost 21.5 children were in Summer Nutrition for every 100 in free or reduced price school-year school lunch. For July 2002, this ratio dropped to 20.9 per 100.

Chart 2: Participation in School-Year NSLP vs Summer Nutrition



* Free and reduced-price only.

Nationally, participation in the Summer Nutrition programs changed only slightly from 2001 to 2002. This is particularly troubling considering the national growth in children participating in free and reduced-price NSLP. (See Tables 1 and 2 in the back of the report.)

As described on page 14, and in Table 8 and Chart 3, FRAC estimates that more than 3.8 million additional children, at a minimum, could be reached in July if all states simply performed at the level leading states in Summer Nutrition have obtained over the past several years – a highly attainable goal.

In absolute terms, in July 2002 compared to July 2001, there were only 15,000 more participants in Summer Nutrition programs. All told, 1.9 million children participated in SFSP and 1.4 million in NSLP in July 2002. Meanwhile, for the school year, there were almost 500,000 more participants in free and reduced-price NSLP.

In addition, the number of SFSP sites and sponsors dropped substantially between 2001 and 2002 (see Table 4). However, the number of schools that decided to participate in the seamless summer waiver very likely explains this drop.

In the end, participation in the combined Summer Nutrition programs has varied little since 1997, despite rising need and growing attention to out-of-school time programs. But, as explained in the next section, the story is much more positive in the Lugar pilot states.

Simplified Reimbursement Pilot Project ("The Lugar Pilots")

Many of the tables in the back of the report have the Lugar pilot states shaded in gray and include sub-totals for pilot states and non-pilot states. As can be seen, the Lugar pilot program is allowing these states, which were declining in SFSP before the pilots, to outperform the rest of the nation.

After FRAC's 2000 Summer Nutrition report showed the SFSP struggling, Sen. Richard Lugar (R-IN) sponsored and was key to passage of legislation creating a three-year pilot project with the goal of increasing participation and easing paperwork in the states then reaching the fewest children through SFSP (compared to the school-year school lunch program). Those states are: Alaska, Arkansas, Idaho, Indiana, Iowa, Kansas, Kentucky, Nebraska, New Hampshire, North Dakota, Oklahoma, Texas, and Wyoming. (Puerto Rico was also included in the pilot program, but is not included in this report.) The legislation was first implemented in the summer of 2001. These states, over the past two summers, have fared better, as a whole, than the rest of the nation.

How it Works. The pilot eliminates traditional SFSP cost-based accounting that separates administrative and operating costs when calculating reimbursements. Instead, sponsors under this pilot simply earn "meals times rates," providing the maximum reimbursement for all meals.

For example, in 2002 most SFSP sponsors were allowed to receive reimbursements of up to $2.30 for operating costs (such as food and labor), and $0.20 for administrative costs, per lunch served. Under cost-based accounting, if a sponsor actually had $2.40 in operating costs and $0.10 in administrative costs, the sponsor was not allowed to claim some of the operating costs from the administrative costs line. So, the sponsor was allowed only to receive reimbursements of $2.30 for operating costs and $0.10 for administrative costs, a ten-cent loss per lunch served. Under the Lugar pilot project, the same sponsor could have combined administrative and operating costs, and thus received the full reimbursement of $2.50 per lunch served.

"There is still a large gap of children not receiving meals during the summer months," Lugar said. "Administrative burdens caused by federal paperwork and reimbursement requirements prevent program sponsors from offering this program to needy children. That is why I worked with my colleagues to create the Lugar Pilot Projects that streamline paperwork requirements and encourage groups to feed hungry children during the summer. I am proud that the Summer Food Service Program provides many nutritious meals to our nation's children. My hope is that we will continually work towards providing an effective nutrition safety net for our nation's children."

- Sen. Richard Lugar

The Lugar pilot project applies primarily to public SFSP sponsors in the participating 13 states and Puerto Rico – including schools, government agencies, residential camps and National Youth Sports Programs. Presently, however, other or most private non-profit sponsors are not eligible to participate in this pilot project.

Results. In 2001, the Lugar pilot states increased participation in July SFSP by 8 percent, compared to a decline of 3 percent in the rest of the nation. In 2002, the Lugar pilot state growth in July SFSP participation was smaller, a negligible 1 percent. However, if Texas is excluded due to the large number of children in SFSP participation that were recorded as NSLP participation in 2002 under the seamless waiver, the remaining Lugar states increased July SFSP participation by 6 percent. (Other Lugar pilot states had little or no involvement in the seamless waiver option.)

Measuring the participation effects of the waiver on SFSP, as discussed in the next section in more detail, is very difficult. Thus, comparing Lugar pilot states, which largely are not using the waiver, with all other states, most of which use the waiver, is not possible on SFSP participation alone. However, comparing the number of meals served (see Table 5) between these two groups of states indicates that Lugar Pilot states increased SFSP and waiver site meals for the entire summer by almost 12 percent, while the rest of the nation served 4 percent fewer meals during the summer of 2002 at SFSP and waiver sites.

Seamless Summer Food Waiver

The Seamless Summer Food Waiver was a USDA initiative new in 2002 that sought to help school SFSP sponsors reach more hungry children in low-income areas when school was out, and provided more efficient meal services to those children. While available nationwide, this waiver was available only to school sponsors. The waiver, which went into effect in 2002, reduces paperwork and administrative burdens that are normally associated with operating the National School Lunch Program (NSLP) during the school year and the SFSP in summer.

Ten Best States in Growth in July Participation in Summer Nutrition, 2001 to 2002

Missouri	51.4%
Alaska	49.0
Delaware	34.9
Wyoming	33.7
North Carolina	24.4
North Dakota	23.5
Hawaii	18.7
Washington	17.2
Vermont	15.5
Montana	14.9

Ten Worst States in Decline in July Participation in Summer Nutrition, 2001 to 2002

Arizona	-7.8%
New Jersey	-8.5
Florida	-10.3
Iowa	-10.5
Michigan	-11.0
Nevada	-13.6
Rhode Island	-14.9
Massachusetts	-19.1
Colorado	-24.7
District of Col.	-40.5

Under the waiver, schools operate SFSP as an extension of NSLP. The schools are reimbursed at the NSLP rates for free meals, which are lower than the SFSP rates. The advantage for schools is that they do not have to apply for and operate two different programs.

This year, FRAC surveyed state staff responsible for SFSP coordination to learn more about the implementation of the waiver in 2002. The response to the waiver varied from state to state, but of states that offered the waiver, several reported new schools became sponsors as a result of the waiver option. In Texas, for example, eight school districts that had not participated in SFSP in 2001 signed up for the waiver last summer. These school districts operated 122 sites in 2002.

Even though the waiver was received positively in many areas, some schools chose not to participate in the waiver because it offered a lower reimbursement, and some states chose not to offer the waiver. When asked about the waiver, one state summer food administrator responded, "All of our programs need every dollar that SFSP can provide. Lessening paperwork along with reimbursement for purposes of a seamless application process is not in their best interest."

Most of the schools in Lugar pilot states chose not to participate in the seamless waiver, since the Lugar pilots decrease paperwork while still providing the higher Summer Food reimbursement rate.

State Trends

Overall, 27 states had a noticeable increase – one of more than 3 percent – in the number of Summer Nutrition participants in July 2002 compared to July 2001. On the other hand, 14 had a decrease of more than 3 percent and 10 showed little change (i.e., a change between positive or negative 3 percent). (See Tables 1 and 2.) In other words, only one half of the states are making progress in expanding Summer Nutrition in absolute terms. The two lists in the left margin of this page list the best ten and worst ten states in expanding July participation in Summer Nutrition.

Ten Best States in Ratio of Children in July Summer Nutrition to Children in Free or Reduced Price School-Year School Lunch, 2002

California	42.3
Delaware	36.1
New Mexico	35.1
Nevada	33.9
District of Columbia	33.6
Hawaii	33.5
Pennsylvania	31.2
New York	30.6
Utah	26.7
Connecticut	26.5

Ten Worst States in Ratio of Children in July Summer Nutrition to Children in Free or Reduced-Price School-Year School Lunch, 2002

Colorado	10.5
Indiana	10.2
Nebraska	9.6
Arkansas	8.4
Alaska	7.8
Wyoming	7.6
Kansas	7.2
Texas	7.1
Iowa	6.3
Oklahoma	6.1

In order to make a comparison among states in how well they are reaching children who might be eligible to participate in summer feeding programs, FRAC looks at the number of participants in July programs per 100 in free or reduced-price school lunch during the school year. This ratio, for July, shows how well the state is reaching students in greatest need. The top ten and bottom ten states on this measure are on the left margin. Overall, 13 states grew, 15 states declined and 23 states stayed approximately the same on this ratio when comparing July 2001 to July 2002. (See Tables 1 and 2.)

SFSP June Peak Participation States. An increasing number of states report June as their peak month for SFSP participation. Table 6 shows states that reported June data. (Not all of these states had their highest SFSP participation in June. Data for this table are only available when provided by the states to FRAC, since the USDA does not collect June participation data.)

Of those states on the worst list, several served more children in SFSP in June than July. However, only for Texas would this make a substantial difference in their rating. For Oklahoma, it would make a moderate difference.

Regardless of June or July peaks, July is likely the longest out-of-school month for all states and therefore the time when children are in most need of these programs. July is also the month for which the most data are available. Thus, July is the standard month for our comparisons.

Table 7 shows the number of SFSP lunches that are served in June, July and August in 2002. This table demonstrates the dramatic drop off in many states after their peak month.

Children Who Aren't Being Served

Since the National School Lunch program reaches so broadly during the school year, comparing participation in Summer Nutrition to participation in school year free and reduced-price meals indicates how well a state is doing in reaching low-income families. The July performance of the top states in the past few years leads us to believe that reaching 40 children in Summer

Nutrition per 100 children receiving free or reduced-price lunches during the school year is a very reasonable goal, and shows that the national performance ratio (currently 20.9) could be nearly doubled.

Table 8 and Chart 3 indicate how many children are not being fed in July, and how much money states forgo in Summer Nutrition funding for July by not matching the average performance of the top three states. For July alone, FRAC estimates that an additional 3.8 million children could have been reached had all states performed as well as top performing states in recent years. We also conservatively estimate that $140 million of federal funds could have been used by these states for summer child nutrition, had they run summer programs for the 23 weekdays in July 2002 for these unserved children. (This is a conservative estimate, as we applied only the lowest possible free lunch reimbursement to all children.) Clearly, far more children could be reached, and funds accessed, than these estimates represent if states were to expand programs across the entire 10-week summer.

Conclusions

The Summer Nutrition programs not only provide nutritious meals to low-income children who depend on school lunches and breakfasts during the school year, but they also serve as a catalyst for summer programs for low-income children, act as a funding base for education and enrichment programs, and attract children to programs that keep them safe and engaged. The potential is there to do great good, but there is a long way to go before states and the federal government can be satisfied with efforts to reach children with these important benefits.

Compared to the 15.5 million children who receive free and reduced-price lunches during the school year, only 3.25 million participate in the Summer Nutrition programs. National participation in the Summer Nutrition programs did not change significantly from July 2001 to July 2002.

There are a number of barriers in the way of organizations seeking to provide nutritious summer meals to children, including paperwork, special problems in rural areas, and reimbursements

that are not adequate in many circumstances. However, there are also a number of signs of hope for those who wish to feed more children and provide them with good learning and recreational opportunities during the summer months. The 13 state pilot which simplifies paperwork and maximizes the reimbursements received, USDA's national initiatives to expand the program, state legislation efforts (see Table 9), and the opportunities that the 2003 child nutrition program reauthorization provide all suggest that summer nutrition programs can be put back on an expansion track again.

Appendix 1:
Unique Challenges in Rural Communities

SFSP is an important support for rural communities, which often have higher rates of food insecurity and poverty than metropolitan areas. Yet, SFSP has more difficulty reaching eligible rural children, in part due to the unique challenges that rural areas face in making sure that children can participate in the nutrition programs.

Area Eligibility

- Poor rural families tend to be less concentrated than poor families in metropolitan areas, which makes it difficult for rural areas, even those in communities with considerable poverty, to meet the area eligibility requirement for open summer food sites. To qualify as an open site, 50 percent of children in an area must be eligible for free or reduced-price meals.

- Decreasing the area eligibility test from 50 to 40 percent would expand the number of communities eligible and significantly increase the reach of SFSP in rural communities.

Transportation

- Because of the distances in rural areas, transportation is a very basic challenge. It is especially difficult in rural communities to get children to and from summer food sites. Public or school bus transportation is rarely available in summer, and about half of poor rural adults do not own a car.

- Grants for underserved areas, which are disproportionately rural, would have a significant impact on rural SFSP participation. Grants could provide funds for outreach, funds to develop the infrastructure necessary to run the program, and

funds for extra transportation costs, including starting and expanding mobile summer food sites that bring the food to children in remote areas – a strategy that has had considerable success in Mississippi, Pennsylvania and South Carolina.

SFSP Program Costs

- Since rural schools and programs usually serve fewer children than urban ones, they are less likely to develop the same economies of scale that reduce program costs.

- An increase in reimbursement rates during the summer would make it even more feasible for rural SFSP sponsors to operate without losing money.

For more information on rural issues in SFSP and other child nutrition programs, visit: http://www.frac.org/html/federal_food_programs/cnreauthor/issues.htm

Appendix 2:
Special USDA Summer Food Study

In March of 2003, USDA released "Feeding Low-Income Children When School is Out –The Summer Food Service Program," a national study of participation, operations, and nutritional issues within SFSP during the summer of 2001 conducted by the research firm Mathematica. According to the study:

- Eighty-three percent of sites were open, 14 percent were enrolled, and three percent were residential camps.
- Thirty-two percent of sites were open for eight weeks or longer, 62 percent for six weeks or longer, and 10 percent for fewer than four weeks.
- One-third of sites reported that they could serve more than 50 additional children, and 48 percent could serve between 1 and 50 additional children. Site supervisors stated that these additional children were not coming because of a "lack of transportation (mentioned by 33 percent), lack of publicity about the program (26 percent), limited hours (17 percent), children's dislike of the food (16 percent), lack of or insufficient numbers of activities (12 percent), and parents' concerns about neighborhood safety (11 percent)."
- Pre-school children made up 17 percent of SFSP participants, elementary school-aged children 58 percent, and older children 25 percent.
- The participants were ethnically diverse: 39 percent African American, 29 percent white, 27 percent Hispanic, and 5 percent Asian, American Indian or other ethnic or racial groups.
- Seventy-two percent of sponsors did not expect SFSP to cover their costs fully.
- Between 2000 and 2001, 8 percent of sponsors left the program. The primary reasons sponsors cited for leaving SFSP were "inadequate reimbursement rates and time-consuming paperwork." Ten percent of the 2001 sponsors were new to SFSP.

The report is available at:
http://www.ers.usda.gov/publications/efan03001/

Appendix 3:
Technical Notes

School year data. National School Lunch Program participation data during the school year was adopted from the USDA's website. These numbers represent average monthly participation in the relevant fiscal year, minus the three summer months. While this method does not exactly match the school year for each state, it is a uniform approximation. See also: http://fns.usda.gov.

National School Lunch Program. Data for the summer months for this program were taken from the USDA.

Summer Food Service Program. States were given the opportunity to update participation, sponsor and site data collected by the USDA and provided to FRAC. For this reason, some data in the report may not reflect published reports by the USDA. However, no large discrepancies were found. States were also asked for data for June, which is not collected by USDA.

Summer Seamless Waiver. FRAC asked states about their participation in, and experience with, the waiver option. Only some states were able to separate participation in schools using the waiver from schools using the NSLP during summer school. Thus, the impact of the waiver on daily participation was difficult to discern. However, the USDA provided FRAC with meal counts that allowed for other analysis.

Appendix 4: Three Model SFSP Programs

Creative Use of Commodities in the SFSP
City of Caruthersville Parks and Recreation Department
Caruthersville, Missouri

The Caruthersville Parks and Recreation Department enhances the meals it serves through the Summer Food Service Program with a wide variety of USDA commodity foods. This year, the program will serve about 1,100 lunches and 500 breakfasts per day at eleven SFSP sites, all located in low-income neighborhoods and open to any child who comes to eat a meal.

To supplement the meals that are reimbursed with SFSP funds, "we get as many USDA commodity foods as we can, and we use every penny of them," says Karen Meeks, food services director of Caruthersville schools during the regular school year, and of the Caruthersville Parks and Recreation Department SFSP during the summer.

Caruthersville finds creative ways to enhance its SFSP meals with commodity foods. For example, USDA dried fruits and trail mix are baked into muffins and cookies. The program also makes its own trail mix by combining commodity dried blueberries, raisins and walnuts. USDA cheese is used in tacos and on top of salads, and commodity pork is used for barbeque sandwiches. According to Meeks, the children especially like the USDA canned and frozen peaches served as part of breakfast.

Caruthersville makes use of the skills of many regular school year employees during the summer. For example, the summer program employs school cooks who are already familiar with child nutrition program regulations and meal patterns. Teachers are hired to supervise the children at the sites. In addition, the SFSP provides summer job opportunities for some youth.

All the SFSP meals are prepared in a central kitchen, and the site supervisors transport the meals in their personal vehicles. To make meal service easier for the site supervisors, as many meal components as possible are put together in paper bags in the central kitchen. And since many of the meals contain hot components, the program has figured out inexpensive and effective methods to keep food hot during transport.

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Mercy Hospital Summer Food Service Program
Independence, Kansas

Thanks to its mission to serve the community, partnerships with other community organizations, and generous volunteers, Mercy Hospital has filled the need for the Summer Food Service Program in Independence, Kansas, for the past five years. Before the hospital stepped up to provide summer food, there was no SFSP for the children of Independence.

"Feeding children fits in with the mission of Mercy Hospital to serve the community, especially children. And the need is very high," says Amy Bain, Director of Nutrition Services at Mercy Hospital. Bain estimates that over 1,000 Independence children are eligible for free or reduced-price school meals, including 300 elementary school-aged children.

The program relies on teamwork from diverse community groups and volunteers. Mercy Hospital sponsors the program and prepares the food in its kitchen, while a public elementary school provides its cafeteria as the feeding site and the services of its custodian. Hospital auxiliary volunteers and local church youth groups help with food preparation at the hospital and site supervision at the school. According to Bain, SFSP provides the youth volunteers with a great opportunity to gain summer experience in the hospital kitchen and working with the children.

In past years, the local Cooperative Extension Office provided enrichment activities every day at the SFSP site. Lessons included nutrition education, science and technology sessions, 4H Club activities, musical programs, speakers, and visits from the local fire truck. The Cooperative Extension Office also brought in college students to supervise and interact with the children. This year, the public school will provide these activities for the children.

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Despite the elimination of summer school this summer, Mercy Hospital hopes to increase SFSP participation to 150 elementary school-aged children per day. As a result of a new partnership with a school bus company, children at three different places in town will be picked up to go to the summer program.

Fruits and Vegetables Direct from the Farm
Camp Lejeune Dependents Schools
Camp Lejeune, North Carolina

Camp Lejeune Dependents Schools team up with local North Carolina farms to serve fresh fruits and vegetables to the children in their Summer Food Service Program. This partnership supports local farmers, takes advantage of the abundance of the peak growing season, and introduces children to new types of fruits and vegetables.

Camp Lejeune Dependents Schools, which serve the children of military personnel, will provide summer food to more than 1,000 children per day at four sites on the military base this year. All the sites are open to the community, and groups such as Boys and Girls Clubs in the area bring their children to the base for lunch. Some churches also transport children there. In fact, children are brought from as far as twenty miles away to Camp Lejeune for summer food.

The summer food menus are created around the produce that is in season, such as cantaloupes, watermelons, cucumbers, tomatoes, green peppers, blueberries, corn on the cob, new potatoes, and squash. Since the fruits and vegetables are prepared and served as soon as just a few hours after harvest, the children receive fruits and vegetables with the most nutrition, color and flavor possible. The attractiveness of the farm-fresh produce encourages the children to try new fruits and vegetables. And Janis Holt, director of Camp Lejeune Food Services, can tell that the children like the produce by how little of it is thrown away.

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Camp Lejeune is proud to support the local economy through this farm-to-school fruits and vegetables program. And the cost is the same or often less than the cost of purchasing the same produce from a distributor, states Holt. In fact, the success of this program has led to plans to expand it to provide fresh produce for Camp Lejeune's school lunch program during the regular school year.

TABLE 1: Summer Nutrition Participation in July 2002 (Summer Food Service and National School Lunch* Programs Combined) by State

State	Children in 2001 2002 School Year National School Lunch Program*	Children in Summer Nutrition (School Lunch* & Summer Food Combined), July 2002	Ratio of Children in July 2002 Summer Nutrition per 100 in 2001 02 School Year National School Lunch Program*	Rank in Prior Column	Change in Ratio‖ from 2001 to 2002	Percent Change in Summer Nutrition Participation from July 2001 to 2002	Rank in Prior Column
Alabama	327,729	61,784	18.9	21	1.3	10.3%	13
Alaska	29,350	2,287	7.8	46	2.5	49.0%	2
Arizona	317,510	42,069	13.2	37	2.0	-7.8%	43
Arkansas	193,237	16,268	8.4	45	0.6	11.5%	12
California	1,967,012	831,524	42.3	1	0.7	2.5%	29
Colorado	152,237	15,927	10.5	42	3.8	24.7%	50
Connecticut	125,228	33,135	26.5	10	0.8	5.9%	20
Delaware	33,391	12,041	36.1	2	8.5	34.9%	3
District of Columbia	43,899	14,751	33.6	5	19.4	40.5%	51
Florida	920,112	191,924	20.9	18	-3.1	-10.3%	45
Georgia	606,415	123,280	20.3	19	0.5	8.1%	18
Hawaii	65,882	22,050	33.5	6	4.7	18.7%	7
Idaho	74,433	11,911	16.0	27	0.7	9.1%	15
Illinois	666,256	152,588	22.9	15	0.1	3.1%	28
Indiana	255,200	25,937	10.2	43	0.2	5.2%	22
Iowa	121,933	9,195	7.5	48	0.3	6.3%	19
Kansas	133,252	9,573	7.2	49	0.1	4.4%	24
Kentucky	274,725	40,636	14.8	33	0.1	3.6%	27
Louisiana	404,758	47,817	11.8	39	-0.2	-1.2%	36
Maine	49,555	6,618	13.4	36	0.3	3.8%	26
Maryland	220,569	55,033	25.0	13	0.1	4.9%	23
Massachusetts	220,423	56,068	25.4	12	6.4	19.1%	49
Michigan	417,669	60,586	14.5	34	-2.5	-11.0%	46
Minnesota	188,279	29,606	15.7	29	0.4	4.1%	25
Mississippi	290,318	31,603	10.9	41	0.5	5.4%	21
Missouri	293,724	63,841	21.7	16	6.4	51.4%	1
Montana	37,967	5,920	15.6	30	2.2	14.9%	10
Nebraska	85,498	8,234	9.6	44	0.5	9.4%	14
Nevada	81,685	27,680	33.9	4	10.4	-13.6%	47
New Hampshire	27,383	4,253	15.5	31	1.5	14.7%	11
New Jersey	317,550	67,085	21.1	17	-2.2	-8.5%	44
New Mexico	150,223	52,715	35.1	3	0.0	1.9%	30
New York	1,135,962	347,544	30.6	8	1.6	-6.0%	42
North Carolina	465,663	81,927	17.6	22	2.9	24.4%	5
North Dakota	27,279	3,034	11.1	40	2.3	23.5%	6
Ohio	458,037	56,061	12.2	38	-1.0	-2.2%	37
Oklahoma	231,674	14,063	6.1	51	0.0	1.8%	31
Oregon	158,322	26,987	17.0	25	-1.0	0.6%	35
Pennsylvania	459,357	143,164	31.2	7	1.9	8.4%	16
Rhode Island	40,181	9,633	24.0	14	5.3	14.9%	48
South Carolina	290,832	76,936	26.5	11	-1.5	-2.4%	38
South Dakota	41,690	7,154	17.2	24	0.7	0.9%	34
Tennessee	347,799	47,395	13.6	35	0.2	8.1%	17
Texas	1,737,639	123,482	7.1	50	0.7	-4.6%	40
Utah	115,266	30,790	26.7	9	-2.8	-4.0%	39
Vermont	20,863	3,991	19.1	20	2.5	15.5%	9
Virginia	293,074	51,297	17.5	23	-0.1	1.2%	33
Washington	261,982	42,195	16.1	26	1.6	17.2%	8
West Virginia	109,514	16,380	15.0	32	0.3	1.2%	32
Wisconsin	200,299	31,670	15.8	28	1.6	5.3%	41
Wyoming	21,428	1,634	7.6	47	2.0	33.7%	4
United States	15,510,267	3,249,276	20.9		0.5	0.5%	
Lugar Pilot States	3,213,031	270,507				1.3%	
Non-pilot States	12,297,236	2,978,768				0.4%	

* National School Lunch Program numbers only reflect free and reduced-price participation in school year 2001 2002.

‖ Due to rounding, changes may not appear correct when comparing Tables 1 and 2.

TABLE 2: Summer Nutrition Participation in July 2001 (Summer Food Service and National School Lunch* Programs Combined) by State

State	Children in 2000-2001 School Year National School Lunch Program*	Children in Summer Nutrition (School Lunch* & Summer Food Combined), July 2001	Ratio of Children in July Summer Nutrition per 100 in School Year National School Lunch Program, *2001	Rank
Alabama	319,146	56,024	17.6	21
Alaska	29,126	1,535	5.3	51
Arizona	299,740	45,627	15.2	29
Arkansas	187,296	14,585	7.8	46
California	1,951,293	811,068	41.6	3
Colorado	148,313	21,158	14.3	34
Connecticut	122,088	31,276	25.6	13
Delaware	32,409	8,928	27.5	12
District of Columbia	46,833	24,804	53.0	1
Florida	891,335	213,959	24.0	15
Georgia	575,930	113,998	19.8	18
Hawaii	64,466	18,571	28.8	10
Idaho	71,467	10,917	15.3	28
Illinois	648,190	147,930	22.8	17
Indiana	237,414	24,657	10.4	42
Iowa	119,087	8,648	7.3	47
Kansas	128,912	9,169	7.1	48
Kentucky	267,018	39,215	14.7	31
Louisiana	404,338	48,379	12.0	40
Maine	48,831	6,373	13.1	39
Maryland	211,170	52,487	24.9	14
Massachusetts	217,592	69,325	31.9	6
Michigan	400,615	68,044	17.0	23
Minnesota	185,445	28,437	15.3	27
Mississippi	288,094	29,980	10.4	41
Missouri	275,002	42,180	15.3	26
Montana	38,466	5,154	13.4	37
Nebraska	82,010	7,526	9.2	43
Nevada	72,413	32,043	44.3	2
New Hampshire	26,402	3,709	14.0	35
New Jersey	314,617	73,301	23.3	16
New Mexico	147,222	51,717	35.1	4
New York	1,146,906	369,755	32.2	5
North Carolina	447,085	65,880	14.7	30
North Dakota	27,809	2,457	8.8	44
Ohio	433,027	57,315	13.2	38
Oklahoma	227,397	13,818	6.1	49
Oregon	148,703	26,831	18.0	19
Pennsylvania	450,869	132,041	29.3	9
Rhode Island	38,641	11,318	29.3	8
South Carolina	281,645	78,830	28.0	11
South Dakota	42,983	7,090	16.5	25
Tennessee	325,426	43,824	13.5	36
Texas	1,656,919	129,463	7.8	45
Utah	108,757	32,070	29.5	7
Vermont	20,798	3,457	16.6	24
Virginia	287,392	50,695	17.6	20
Washington	248,637	35,997	14.5	33
West Virginia	110,507	16,181	14.6	32
Wisconsin	192,083	33,443	17.4	22
Wyoming	21,568	1,223	5.7	50
United States	15,069,435	3,232,411	21.5	
Lugar Pilot States	3,082,426	266,922		
Non-pilot States	11,987,009	2,965,489		

* National School Lunch Program numbers only reflect free and reduced price participation.

TABLE 3: Change in Summer Food Service Program Participation from July 2001 to July 2002, by State

	State	Children in Summer Food Service Program, July 2001	Children in Summer Food Service Program, July 2002	SFSP Only Percent Change from 2001 to 2002	Ratio of Children in July 2002 SFSP per 100 in 2001-2002 School-Year NSLP*	Rank
H	Alabama	40,350	38,156	-5.4%	11.6	25
	Alaska	687	971	41.3%	3.3	50
H	Arizona	25,874	8,577	-66.9%	2.7	51
H	Arkansas	9,426	10,657	13.1%	5.5	43
H	California	184,037	134,583	-26.9%	6.8	40
H	Colorado	16,554	5,593	-66.2%	3.7	49
H	Connecticut	28,058	10,346	-63.1%	8.3	35
	Delaware	7,492	10,586	41.3%	31.7	1
H	District of Columbia	24,173	13,213	-45.3%	30.1	2
H	Florida	185,340	145,486	-21.5%	15.8	13
H	Georgia	91,626	96,964	5.8%	16.0	11
	Hawaii	4,954	5,426	9.5%	8.2	36
	Idaho	8,292	10,384	25.2%	14.0	17
H	Illinois	84,529	69,924	-17.3%	10.5	28
H	Indiana	19,277	20,000	3.8%	7.8	37
	Iowa	5,111	5,193	1.6%	4.3	48
	Kansas	7,699	8,213	6.7%	6.2	42
	Kentucky	33,244	32,152	-3.3%	11.7	24
H	Louisiana	44,032	41,246	-6.3%	10.2	31
	Maine	5,786	5,925	2.4%	12.0	22
H	Maryland	29,863	46,950	57.2%	21.3	8
	Massachusetts	59,964	48,470	-19.2%	22.0	6
	Michigan	37,514	34,749	-7.4%	8.3	34
	Minnesota	25,253	26,275	4.0%	14.0	16
	Mississippi	28,562	30,279	6.0%	10.4	29
H	Missouri	27,673	34,510	24.7%	11.7	23
	Montana	4,633	5,399	16.5%	14.2	14
	Nebraska	5,746	6,171	7.4%	7.2	39
H	Nevada	5,025	3,891	-22.6%	4.8	47
	New Hampshire	2,756	3,325	20.6%	12.1	21
H	New Jersey	58,876	50,619	-14.0%	15.9	12
H	New Mexico	44,919	44,938	0.0%	29.9	3
H	New York	309,468	285,720	-7.7%	25.2	5
H	North Carolina	40,421	49,619	22.8%	10.7	27
	North Dakota	2,054	2,605	26.8%	9.5	32
H	Ohio	44,815	43,583	-2.7%	9.5	33
	Oklahoma	10,858	11,138	2.6%	4.8	44
H	Oregon	23,282	10,655	-54.2%	6.7	41
H	Pennsylvania	115,630	125,526	8.6%	27.3	4
	Rhode Island	9,148	7,570	-17.2%	18.8	10
H	South Carolina	68,555	62,941	-8.2%	21.6	7
H	South Dakota	4,618	3,123	-32.4%	7.5	38
H	Tennessee	40,181	38,327	-4.6%	11.0	26
H	Texas	87,479	83,309	-4.8%	4.8	46
H	Utah	21,498	21,986	2.3%	19.1	9
H	Vermont	3,100	2,675	-13.7%	12.8	20
	Virginia	38,643	41,114	6.4%	14.0	15
H	Washington	29,754	27,285	-8.3%	10.4	30
H	West Virginia	14,727	14,077	-4.4%	12.9	19
H	Wisconsin	28,423	27,561	-3.0%	13.8	18
	Wyoming	481	1,029	113.9%	4.8	45
	United States	2,050,460	1,869,014	-8.8%	12.1	
	Lugar Pilot States	193,110	195,147	1.1%	6.1	
	Non-pilot States	1,857,350	1,673,867	-9.9%	13.6	

* National School Lunch Program numbers only reflect free and reduced-price participation.

HThese states used the seamless summer waiver option. Some decline in participants is due to schools using this program. Participants in schools using the waiver option were tabulated under the NSLP categories, instead of SFSP as they were in the past.

Shaded states are in the Lugar pilot.

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TABLE 4: Change in Summer Food Service Program Sponsors* and Sites from July 2001to July 2002, by State

	State	Number of Sponsors, July 2001	Number of Sponsors, July 2002	Percent Change	Number of Sites, July 2001	Number of Sites, July 2002	Percent Change
H	Alabama	69	61	-11.6%	733	626	-14.6%
	Alaska	9	15	66.7%	23	24	4.3%
H	Arizona	76	21	-72.4%	359	174	-51.5%
H	Arkansas	58	68	17.2%	104	155	49.0%
H	California	280	205	-26.8%	1,912	1,575	-17.6%
H	Colorado	46	26	-43.5%	121	81	-33.1%
H	Connecticut	32	26	-18.8%	358	149	-58.4%
	Delaware	15	22	46.7%	187	225	20.3%
H	District of Columbia	18	15	-16.7%	167	138	-17.4%
H	Florida	124	114	-8.1%	2,319	2,001	-13.7%
H	Georgia	133	132	-0.8%	1,844	1,873	1.6%
	Hawaii	16	16	0.0%	82	85	3.7%
	Idaho	44	55	25.0%	101	135	33.7%
H	Illinois	102	103	1.0%	1,293	1,148	-11.2%
H	Indiana	79	88	11.4%	355	415	16.9%
	Iowa	32	37	15.6%	97	106	9.3%
	Kansas	42	38	-9.5%	110	120	9.1%
	Kentucky	120	121	0.8%	661	831	25.7%
H	Louisiana	69	60	-13.0%	528	537	1.7%
	Maine	52	48	-7.7%	124	117	-5.6%
H	Maryland	45	47	4.4%	717	815	13.7%
	Massachusetts	85	88	3.5%	701	705	0.6%
	Michigan	108	114	5.6%	837	846	1.1%
	Minnesota	53	51	-3.8%	417	405	-2.9%
	Mississippi	65	72	10.8%	206	239	16.0%
H	Missouri	72	58	-19.4%	503	530	5.4%
	Montana	41	46	12.2%	101	120	18.8%
	Nebraska	28	28	0.0%	72	86	19.4%
H	Nevada	30	22	-26.7%	74	65	-12.2%
	New Hampshire	26	26	0.0%	45	45	0.0%
H	New Jersey	90	92	2.2%	1,617	1,047	-35.3%
H	New Mexico	70	64	-8.6%	747	787	5.4%
H	New York	298	289	-3.0%	2,921	2,656	-9.1%
H	North Carolina	109	82	-24.8%	816	804	-1.5%
	North Dakota	21	26	23.8%	30	38	26.7%
H	Ohio	120	122	1.7%	1,130	1,027	-9.1%
	Oklahoma	54	56	3.7%	212	215	1.4%
H	Oregon	76	34	-55.3%	392	161	-58.9%
H	Pennsylvania	157	158	0.6%	2,550	2,333	-8.5%
	Rhode Island	16	12	-25.0%	184	168	-8.7%
H	South Carolina	47	45	-4.3%	1,187	1,111	-6.4%
H	South Dakota	48	28	-41.7%	83	49	-41.0%
H	Tennessee	41	44	7.3%	952	900	-5.5%
H	Texas	179	177	-1.1%	1,321	1,191	-9.8%
H	Utah	23	21	-8.7%	127	126	-0.8%
H	Vermont	42	41	-2.4%	131	101	-22.9%
	Virginia	94	104	10.6%	712	778	9.3%
H	Washington	114	80	-29.8%	543	468	-13.8%
H	West Virginia	82	85	3.7%	429	442	3.0%
H	Wisconsin	62	65	4.8%	377	338	-10.3%
	Wyoming	5	6	20.0%	7	15	114.3%
	United States	3,717	3,454	-7.1%	31,619	29,126	-7.9%
	Lugar Pilot States	697	741	6.3%	3,138	3,376	7.6%

* More sponsors may have operated Summer Food Programs at some point during the summer than just those active in July. Furthermore, some states only provide a total for the number of sponsors that operated at any point during the summer.

HThese states used the seamless summer waiver option. A decline in sponsors and sites may be due to this program. (See page X)

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TABLE 5: Total Meals in SFSP for Summer 2001 and 2002; Total Meals in Waiver Program for Summer 2002

	State	SFSP Total Meals, 2001	SFSP Total Meals, 2002	Change	Waiver Total Meals, 2002	Change (SFSP 2001 to SFSP+Waiver 2002)
H	Alabama	1,822,856	1,664,747	-9%	205,844	-3%
	Alaska	58,433	88,267	51%	0	51%
H	Arizona	1,858,621	733,222	-61%	952,168	-9%
H	Arkansas	784,364	825,471	5%	33,739	10%
H	California	8,738,546	6,571,767	-25%	1,197,870	-11%
H	Colorado	590,899	331,240	-44%	172,277	-15%
H	Connecticut	1,432,302	566,604	-60%	442,096	-30%
	Delaware	510,501	573,679	12%	0	12%
H	District of Columbia	1,061,631	817,638	-23%	4,118	-23%
H	Florida	11,135,387	9,322,160	-16%	874,738	-8%
H	Georgia	5,095,834	4,995,328	-2%	296,010	4%
	Hawaii	228,764	270,320	18%	0	18%
	Idaho	535,856	624,268	16%	0	16%
H	Illinois	5,631,063	4,334,213	-23%	1,475,542	-3%
H	Indiana	1,332,594	1,318,762	-1%	25,217	1%
	Iowa	297,517	316,032	6%	0	6%
	Kansas	514,670	513,089	0%	0	0%
	Kentucky	1,813,826	1,983,009	9%	0	9%
H	Louisiana	2,856,109	3,027,064	6%	81,478	9%
	Maine	363,461	347,868	-4%	0	-4%
H	Maryland	1,492,537	2,020,224	35%	5,229	36%
	Massachusetts	2,500,895	2,461,020	-2%	0	-2%
	Michigan	2,023,995	1,888,623	-7%	0	-7%
	Minnesota	1,535,451	1,254,397	-18%	0	-18%
	Mississippi	1,618,236	1,855,304	15%	0	15%
H	Missouri	2,766,742	3,174,621	15%	134,826	20%
	Montana	239,960	275,944	15%	0	15%
	Nebraska	294,871	327,794	11%	0	11%
H	Nevada	478,370	287,545	-40%	29,120	-34%
	New Hampshire	198,394	211,853	7%	0	7%
H	New Jersey	3,368,309	3,012,673	-11%	218,008	-4%
H	New Mexico	2,614,291	2,393,218	-8%	90,291	-5%
H	New York	20,639,374	19,540,889	-5%	44,487	-5%
H	North Carolina	2,297,976	2,279,505	-1%	179,124	7%
	North Dakota	140,154	154,822	10%	0	10%
H	Ohio	2,504,428	2,423,421	-3%	5,627	-3%
	Oklahoma	979,067	1,026,175	5%	0	5%
H	Oregon	1,088,922	472,888	-57%	402,786	-20%
H	Pennsylvania	7,987,002	7,264,131	-9%	91,470	-8%
	Rhode Island	501,183	412,125	-18%	0	-18%
H	South Carolina	3,147,137	2,904,261	-8%	171,921	-2%
H	South Dakota	441,044	279,106	-37%	70,050	-21%
H	Tennessee	3,222,701	2,814,234	-13%	214,337	-6%
H	Texas	10,801,178	11,624,709	8%	756,891	15%
H	Utah	839,221	850,544	1%	39,676	6%
H	Vermont	179,917	145,497	-19%	24,845	-5%
	Virginia	1,941,750	2,084,855	7%	0	7%
H	Washington	1,619,552	1,309,971	-19%	119,113	-12%
H	West Virginia	770,115	778,788	1%	6,416	2%
H	Wisconsin	1,173,229	1,171,632	0%	5,115	0%
	Wyoming	29,501	69,996	137%	0	137%
	United States	126,098,736	115,995,513	-8%	8,370,429	-1.4%
	Lugar Pilot States	17,780,425	19,084,247	7%	815,847	11.9%
	Non-pilot States	108,318,311	96,911,266	-11%	7,554,582	-3.6%

HThese states used the seamless summer waiver option. Some decline in SFSP meals is due to schools using this program. Meals in schools using the waiver option were tabulated under the NSLP categories, instead of SFSP as they were in the past. In this table they are listed under waiver meals.

Shaded states are in the Lugar pilot.

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TABLE 6: Participation in June 2001 and June 2002 in Summer Food Service Program and Total Summer Nutrition Participation in States Providing SFSP Data for June

	State	Children in SFSP June 2001	Children in SFSP June 2002
H	Alabama	50,477	48,003
	Alaska	651	1,373
H	Arkansas	14,608	14,225
H	California	86,548	61,398
H	Colorado	19,004	9,008
H	Georgia	115,319	114,686
	Idaho	10,803	12,806
H	Illinois	52,417	23,554
H	Indiana	4,852	3,275
	Iowa	6,367	5,193
	Kansas	18,588	17,532
H	Louisiana	61,838	63,974
	Maine		1,516
H	Maryland	20,899	21,288
	Michigan	9,996	7,966
	Minnesota	26,342	21,180
H	Missouri	52,116	49,024
	Montana	3,153	3,132
	Nebraska	8,330	9,653
H	Nevada	4,404	3,086
H	New Jersey		5,618
H	New Mexico	54,277	52,883
H	Ohio	42,232	41,664
	Oklahoma	20,780	21,896
H	Oregon	6,100	1,769
H	Pennsylvania	90,027	105,201
H	South Carolina	95,422	83,910
H	South Dakota	5,400	3,769
H	Tennessee	53,870	40,528
H	Texas	257,459	266,074
H	Utah	23,595	23,673
H	Vermont	13,342	11,677
H	Wisconsin	22,256	19,118
	Wyoming		1,215
	US Total*	1,251,472	1,170,867
	Lugar Pilot States*	336,071	348,049

* Totals only reflect those states reporting June data to FRAC. Some states with only brief program activity in June may report June participation in July.

H States that used the seamless summer waiver.

Note: As with July data, decreases in June SFSP may reflect use of the seamless summer wavier option by schools. Participation in sites using the waiver are recorded under NSLP.

Shaded states are in the Lugar pilot.

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TABLE 7: Summer Food Service Program Lunches* Served in June, July, August 2002, by State

State	June 2002 SFSP Lunches	July 2002 SFSP Lunches	August 2002 SFSP Lunches
Alabama	855,492	628,432	9,925
Alaska	22,199	17,701	6,960
Arizona	324,085	145,611	1,430
Arkansas	252,057	213,148	26,409
California	760,209	3,009,290	1,054,856
Colorado	145,413	106,267	2,076
Connecticut	0	277,781	73,328
Delaware	59,961	184,972	77,018
District of Columbia	27,963	303,901	124,799
Florida	1,720,792	3,055,191	433,490
Georgia	1,781,250	1,494,739	108,323
Hawaii	77,725	113,441	7,007
Idaho	207,527	165,879	61,621
Illinois	287,807	1,651,596	890,491
Indiana	256,717	497,374	101,805
Iowa	104,609	102,263	10,711
Kansas	214,846	113,959	18,465
Kentucky	706,312	557,701	6,328
Louisiana	1,202,295	775,565	12,567
Maine	14,469	136,644	44,802
Maryland	191,590	938,221	157,962
Massachusetts	33,690	998,612	462,637
Michigan	94,399	977,581	156,075
Minnesota	184,354	542,771	69,641
Mississippi	921,723	452,667	16,557
Missouri	938,402	807,750	144,577
Montana	62,647	107,985	36,386
Nebraska	133,592	85,943	21,446
Nevada	49,436	80,237	44,811
New Hampshire	0	77,441	38,012
New Jersey	57,072	1,113,206	468,392
New Mexico	1,065,670	979,880	44,403
New York	72,224	7,058,071	3,900,854
North Carolina	768,759	716,682	37,915
North Dakota	39,592	57,559	1,494
Ohio	613,438	955,360	175,774
Oklahoma	471,026	207,782	4,842
Oregon	19,467	234,420	67,680
Pennsylvania	577,943	2,238,352	1,235,751
Rhode Island	0	184,645	92,208
South Carolina	1,307,891	1,025,180	55,710
South Dakota	80,248	71,467	29,923
Tennessee	845,163	705,512	83,581
Texas	5,430,032	1,850,172	39,766
Utah	317,896	316,377	94,020
Vermont	898	81,141	10,805
Virginia	125,732	812,387	226,633
Washington	105,000	526,235	220,279
West Virginia	66,883	312,595	68,200
Wisconsin	161,962	498,208	88,061
Wyoming	20,711	20,810	7,604
United States	23,779,168	38,586,704	11,174,410

* Some states may serve lunches for a few days in June or August, but do not have data in those months. This is because sponsors are allowed, if they do not serve for more than 10 days in those months, to claim those lunches in July to reduce paperwork.

TABLE 8: Estimated Participation and Additional Federal Payments** in July 2002 Summer Nutrition, if States Served 40 Children per 100 Served in School Year National School Lunch Program

State	*Children in Summer Nutrition (School Lunch* & Summer Food Combined), July 2002*	*Children Who Would Be in July Summer Nutrition if State Reached a Ratio of 40 Children per 100 in School Year NSLP**	*Additional Children Reached in July if State Reached a Ratio of 40 Children per 100 in School-Year NSLP**	*Additional Dollars in July Federal Reimbursements if State Reached a Ratio of 40 Children per 100 in School-Year NSLP***
Alabama	61,784	131,092	69,307	$3,262,996
Alaska	2,287	11,740	9,453	$721,667
Arizona	42,069	127,004	84,935	$3,998,729
Arkansas	16,268	77,295	61,027	$2,873,161
Colorado	15,927	60,895	44,968	$2,117,077
Connecticut	33,135	50,091	16,957	$798,326
Delaware	12,041	13,356	1,316	$61,936
District of Columbia	14,751	17,560	2,809	$132,246
Florida	191,924	368,045	176,121	$8,291,791
Georgia	123,280	242,566	119,287	$5,616,016
Hawaii	22,050	26,353	4,303	$236,660
Idaho	11,911	29,773	17,862	$840,960
Illinois	152,588	266,502	113,915	$5,363,103
Indiana	25,937	102,080	76,143	$3,584,831
Iowa	9,195	48,773	39,578	$1,863,320
Kansas	9,573	53,301	43,728	$2,058,714
Kentucky	40,636	109,890	69,254	$3,260,462
Louisiana	47,817	161,903	114,086	$5,371,174
Maine	6,618	19,822	13,204	$621,668
Maryland	55,033	88,228	33,195	$1,562,798
Massachusetts	56,068	88,169	32,102	$1,511,346
Michigan	60,586	167,068	106,482	$5,013,173
Minnesota	29,606	75,312	45,706	$2,151,840
Mississippi	31,603	116,127	84,524	$3,979,403
Missouri	63,841	117,489	53,649	$2,525,788
Montana	5,920	15,187	9,266	$436,264
Nebraska	8,234	34,199	25,965	$1,222,430
Nevada	27,680	32,674	4,994	$235,107
New Hampshire	4,253	10,953	6,700	$315,439
New Jersey	67,085	127,020	59,935	$2,821,733
New Mexico	52,715	60,089	7,374	$347,151
New York	347,544	454,385	106,840	$5,030,035
North Carolina	81,927	186,265	104,338	$4,912,239
North Dakota	3,034	10,912	7,878	$370,876
Ohio	56,061	183,215	127,154	$5,986,411
Oklahoma	14,063	92,669	78,607	$3,700,797
Oregon	26,987	63,329	36,342	$1,710,967
Pennsylvania	143,164	183,743	40,579	$1,910,452
Rhode Island	9,633	16,072	6,439	$303,147
South Carolina	76,936	116,333	39,396	$1,854,776
South Dakota	7,154	16,676	9,522	$448,295
Tennessee	47,395	139,120	91,725	$4,318,409
Texas	123,482	695,056	571,573	$26,909,671
Utah	30,790	46,106	15,317	$721,118
Vermont	3,991	8,345	4,354	$204,980
Virginia	51,297	117,230	65,932	$3,104,098
Washington	42,195	104,793	62,598	$2,947,102
West Virginia	16,380	43,806	27,426	$1,291,210
Wisconsin	31,670	80,120	48,450	$2,281,027
Wyoming	1,634	8,571	6,937	$326,596
United States	2,417,752	6,204,107	3,786,355	$141,529,514

* National School Lunch Program numbers only reflect free and reduced-price participation in the fiscal year 2002.

** This estimate is calculated assuming that the state's sponsors are reimbursed each day for one lunch only and at the lowest rate for a free lunch ($2.14 per lunch). Further, we assume that all participants are served for the full 23 weekdays in July 2002.

Note that the total in the first column does not match the number in Table 1 as the state over 40 per 100 is not in this table

Chart 3: Summer Nutrition Participation and Potential Participation

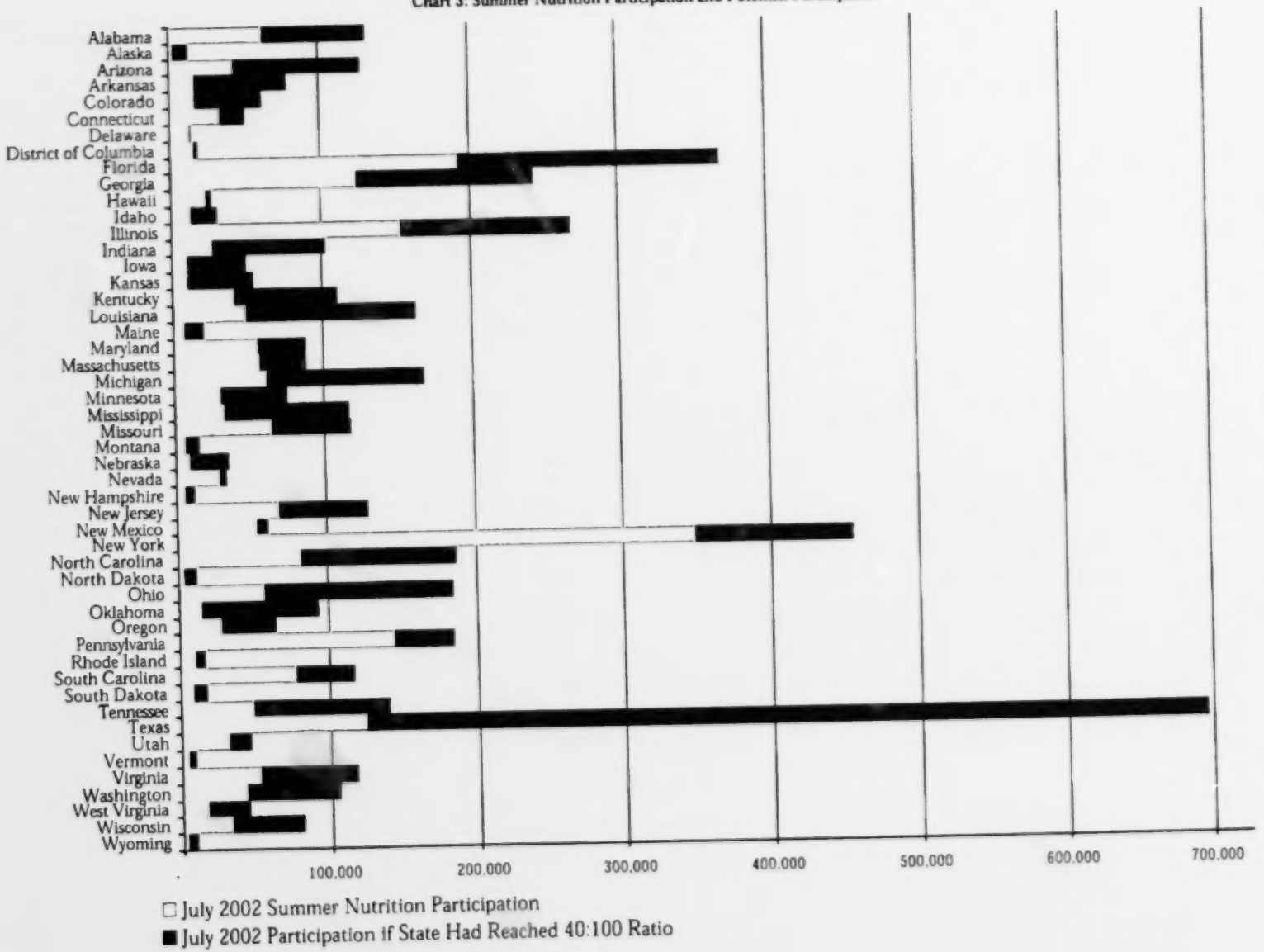

TABLE 9: Examples of State Initiatives to Support Summer Nutrition

State	Details
California ($, M)	For summer 2002, the State allocated $50,000 in start-up and expansion funds for public schools to start or expand a SFSP. The grant limit is $15,000 per site. Schools are required to offer a nutritionally adequate meal to each needy child on each school day, including summer school. CAL. EDUC. STAT. § 49550
Florida (R)	Each school district superintendent is required to report to the Department of Education by February 1, 2004 any activity or initiative to provide access to the SFSP to children eligible for free or reduced-price meals, including plans for sponsoring, hosting, or vending SFSP. FLA. STAT. ch.1006.0605 (2002) The Department will present its findings to the Speaker of the House, Senate President, the chairs of the Senate and House education committees, and the State Board of Education by March 1, 2004.
Massachusetts ($)	For summer 2002, State allocated $300,000 for outreach and $646,767 for grants to sponsors to increase participation and extend the length of programs.
Maryland (M)	If public school system operates summer school they must offer breakfast and lunch. MD. CODE ANN., EDUC. § 7-603.
Minnesota ($)	State contributes $150,000 in additional funds for education department-approved SFSP sponsors to supplement federal reimbursement rates: up to 4 cents per breakfast, 14 cents per lunch or supper and 10 cents per snack. MINN. STAT. § 124D.119 (2001)
Missouri (M)	SFSP required within those school districts where 50 percent or more of their children are eligible for free or reduced price lunch and where more than 40 children congregate at a service institution. MO. REV. STAT. §191.810 (1993)
New York ($)	State allocated $3.3 million for supplemental meal reimbursements for SFSP sponsors: 4.75 cents per breakfast, 14.75 cents per lunch, 14.75 cents per supper and 10 cents per snack.
Texas ($, M)	School districts are required to offer SFSP where more than 60 percent of children are eligible for free and reduced-price meals. TEX. HUM. RES. CODE § 33.024 (1993) For 2002-2003, State allocated $1.4 million to supplement federal meal reimbursements and $100,000 for outreach; budgeted at $700,000 for meal reimbursement supplements and $50,000

Key: **$** = State funding **M** = State mandate **R** = Reporting requirement

	for program outreach for each summer. Supplemental reimbursement is 4 cents for breakfast, 8 cents for lunch and suppers, and 2 cents for snacks.
Vermont ($)	For Summer 2002, State allocated $45,000 for activities, transportation and/or other needs. Also, the State allocated $49,000 to the Vermont Campaign to End Childhood Hunger for 2002-2003 for its work on SFSP.
Washington ($)	State distributed $100,000 in July 2002 to sponsors participating the previous year, based on a percentage of what they earn compared to the total earned by all sponsors. Additionally, $20,000 is available on a competitive basis for sponsors.

Key: **$** = State funding **M** = State mandate **R** = Reporting requirement

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